



FALL 2006

# Justice Resource UPDATE

NCJRS: *Connecting You to Justice Information*

## Community policing conference addresses bioterrorism and pandemics

The continuing spread of H5N1 avian influenza has raised public awareness of pandemic flu, and many communities have begun to ask how they can manage a pandemic in order to minimize the loss of life. Responding to a pandemic may seem to be the responsibility of the public health sector, but the reality is that in a pandemic, especially if isolation and quarantine orders are used to slow transmission, the criminal justice system will be profoundly affected. Consequently, criminal justice system personnel need to understand what pandemic flu is and how it will affect their daily operations, and they need to prepare comprehensive, coordinated, community-level plans to continue operations and maintain public safety during an outbreak.

an overview of the pandemic threat and how community policing, with its emphasis on partnerships and problem solving, can inform the planning process and be integral to managing a public health emergency.

John Barson, from the Division of Bioterrorism Preparedness and Response at the Centers for Disease Control and Prevention, provided an overview of biological threats, known countermeasures, pandemic flu versus seasonal flu, and how public health is preparing for a pandemic. He noted that "local preparedness is essential" because initial detection and response will most likely be at the local level. Secretary David Mitchell of Delaware's Department of Safety and Homeland Security discussed Delaware's experience

with avian flu in the poultry industry, and how that experience has influenced the State's pandemic preparations. A key lesson learned was the necessity of effective communication between agencies and with the public. Secretary Mitchell stressed the



**NCJRS**  
National Criminal Justice  
Reference Service

www.ncjrs.gov  
1-800-851-3420

## Community policing conference addresses bioterrorism and pandemics (continued)

importance of having a clearly delineated command system, transparency with the public and the media, and coordination with Federal, State, and local partners. Commander Cathy Lanier, from the Washington, DC, Metropolitan Police Department (MPD) Office of Homeland Security and Counterterrorism, discussed her department's efforts to prepare for pandemic flu. She drew attention to the fact that many communities are (by their own admission) underprepared, and discussed the

development of MPD's plans for a pandemic or bioterrorist attack. These plans include not only working with other agencies and the Federal Government to manage evacuations or quarantines, but also refining policies for the continuity of operations and the health and safety of the department's officers and support staff.

The workshop demonstrated that the law enforcement community is concerned about pandemics, but little guidance has

been available to help agencies develop comprehensive preparedness plans. With ongoing work by the U.S. Department of Justice and interagency collaboration among Federal, State, local, and regional agencies, our communities' abilities to cope with a pandemic can be strengthened considerably. This workshop, and others from the COPS 2006 Conference, are posted on the COPS Web site (<http://www.cops.usdoj.gov>).

## Featured Resources

### Pandemics and the justice system

Recent avian influenza outbreaks in some parts of the world have prompted concern about the possible threat of a flu pandemic. Should a public health emergency occur, effective response will require careful planning not only by public health officials, but by the public safety community as well.

During a health pandemic, law enforcement will need to coordinate its response with public health and medical officials. Law enforcement could be called on to enforce individual or community quarantines; travel restrictions; and closures of office buildings, shopping malls, other public buildings, and public transportation; protect stockpiles of vaccines; secure health care facilities; and control crowds.

In May 2006 in Chicago, the Bureau of Justice Assistance hosted a national symposium, Justice and Public Health Systems Planning: Confronting a Pandemic Outbreak. The symposium was organized in response to the President's National Strategy for Pandemic Influenza ([www.whitehouse.gov/homeland/nspi.pdf](http://www.whitehouse.gov/homeland/nspi.pdf)), which calls for a multilevel response by Federal, State, and local governments

to the potential threat of the next human pandemic.

Speakers provided participants with an overview of the history of influenza, the nature of pandemics, and the particular threat of avian flu. They emphasized the importance of maintaining the rule of law during a health crisis.

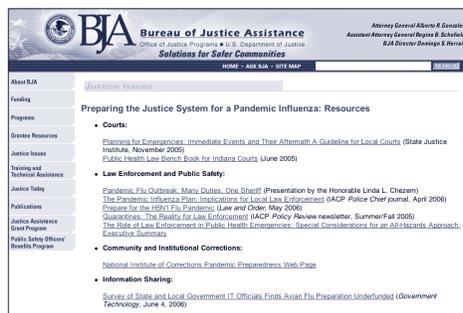
More than 200 representatives from the law enforcement, corrections, judiciary, and medical communities attended the meeting, which provided a forum to exchange promising planning and response approaches being taken by various jurisdictions. Strong, clear communication and cooperation among agencies and the public will be essential should a pandemic occur.

For information on preparing the justice system for an influenza pandemic, visit <http://www.ojp.usdoj.gov/BJA/pandemic/resources.html>.

### Homeland Defense Journal presents report on preparing for flu pandemic

Health officials across the country and at every level of government are working on pandemic preparedness planning so they will be ready and able to mitigate the impact when bird flu hits the United States. The report identifies the following issues that need to be considered in the planning process:

- The population at large needs to be better prepared to cope with a pandemic that could last many months. Individuals and households need to know what supplies they will need, what precautions to take, how to take care of family members who become sick, and what to do to limit the spread of the disease.
- Every business in the country needs a pandemic preparedness plan. This plan must detail how the business will



continue to operate if a large percentage of staff falls ill and what essential supplies need to be stockpiled to ensure the business can continue to operate if deliveries are delayed. All large employers also must have their own vaccination plans and supplies of vaccine.

- Health authorities need more guidance and funding from Federal and State resources. Guidance is needed to advise authorities on what funding is available and what it can be used for. Most important, adequate funding is necessary to ensure that comprehensive pandemic preparedness plans can be produced and implemented and that essential supplies and equipment can be procured for stockpiling.

This report was researched and written by *Homeland Defense Journal* senior correspondent Don Philpott. The report covers Federal, Department of Defense, State, and local initiatives that are designed to deal with the threat of a flu pandemic. It also provides recommended lists of necessary equipment and supplies. The second half of the report details the results of a national survey of state emergency management and public health executives on readiness issues in their States. The survey was conducted in May 2006 by *Homeland Defense Journal* survey staff.

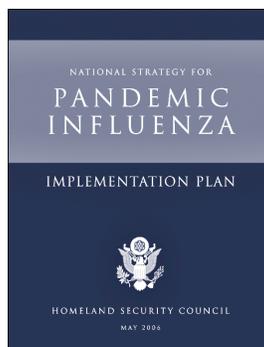
***Pandemic Preparedness: A Special Report from the Homeland Defense Journal, 32 pages***  
<http://homelanddefensejournal.com>

## Department of Homeland Security develops national strategy for pandemic influenza

On November 1, 2005, President George W. Bush issued the National Strategy for Pandemic Influenza. The National Strategy

outlines the coordinated Federal Government effort to prepare for pandemic flu. It underscores the critical role that State, local, and tribal authorities; the private sector; and communities must play to address the threat of a pandemic and the concrete steps that individuals can and should take to protect themselves and their families. The Implementation Plan for the National Strategy further clarifies the roles and responsibilities of government and nongovernment entities, including Federal, State, local, and tribal authorities and regional, national, and international stakeholders, and provides preparedness guidance for all segments of society. It represents a comprehensive effort by the Federal Government to identify the critical steps that must be taken immediately and over the coming months and years to address the threat of an influenza pandemic.

***Implementation Plan for the National Strategy for Pandemic Influenza, 233 pages***  
[http://www.whitehouse.gov/homeland/nspi\\_implementation.pdf](http://www.whitehouse.gov/homeland/nspi_implementation.pdf)



## Preparing for public health emergencies

Public health emergencies pose special challenges for law enforcement, whether the threat is manmade (e.g., the 2001 anthrax attacks) or naturally occurring (e.g., flu pandemics). Policing strategies will vary depending on the cause and level of the threat, as will the potential risk to the responding officers. In a public health emergency, law enforcement will need to quickly coordinate its response with public health and medical officials, many of whom they may not have worked with previously.

This Bureau of Justice Assistance report prescribes the role of law enforcement during public health emergencies, mass vaccinations, voluntary restrictions, and quarantines; securing the perimeter of contaminated areas and securing health care facilities; controlling crowds; investigating scenes of suspected biological terrorism; and protecting national stockpiles of vaccines or other medicines. It also discusses the risks to law enforcement from food-, water-, and blood-borne diseases; immunization and personal protective equipment for law enforcement officers; protecting officers' families; working with public and private agencies; and mass casualty planning.

***The Role of Law Enforcement in Public Health Emergencies: Special Considerations for an All-Hazards Approach, 40 pages***  
<http://www.ncjrs.gov/pdffiles1/bja/214333.pdf>

### BJS STATISTICAL RELEASES

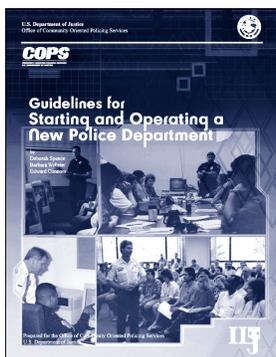
To see statistical updates and new publications from the Bureau of Justice Statistics, visit [www.ojp.usdoj.gov/bjs](http://www.ojp.usdoj.gov/bjs).

# BJS

## Should you form your own police department?

Although forming a new police agency is a complex and expensive undertaking, very little has been written about it until now. This COPS Office publication will assist public officials and citizens in determining whether to start their own police departments and, if they decide to go forward, how to do so efficiently and effectively. The guide is a valuable tool that can help communities in thoughtfully considering the major issues involved in forming a police department.

**Guidelines for Starting and Operating a New Police Department, 64 pages**  
<http://www.cops.usdoj.gov/mime/open.pdf?Item=1754>



## Providing services to victims viewing a trial at multiple locations

To help victims and survivors of mass violence and terrorism, some courts have ordered the closed-circuit transmission of trial proceedings to multiple locations so that victims may more easily participate in the trial process. This Office for Victims of Crime e-publication describes the protocol—first developed in response to the Oklahoma City bombings by the Colorado Oklahoma Resource Council (CORC)—for providing

standardized quality services in a safe haven environment to victims during the trial, sentencing, and other court proceedings of those involved in crimes of mass violence and terrorism.

The CORC protocol ensures that safe havens are located near a courthouse or a closed-circuit television (CCTV) site designated for use by victims viewing a trial and the support teams providing victim services for them. These safe havens not only provide victims with access to immediate support from professional service providers and other victims, but also prepare victims for what to expect in court and for the emotional reactions they may have to the court proceedings.

**Providing Services to Victims Viewing a Trial at Multiple Locations**  
[http://www.ovc.gov/publications/infores/trials\\_cctv\\_for\\_victims/welcome.html](http://www.ovc.gov/publications/infores/trials_cctv_for_victims/welcome.html)

## Civil rights issues facing law enforcement leaders

This guide provides a comprehensive overview of the civil rights issues and challenges that today's law enforcement leaders face and offers practical recommendations for addressing the challenges. It examines the experiences of agencies engaged in protecting civil rights as well as those that have come under federally mandated monitoring resulting from investigation of patterns or practices of civil rights violations. Law enforcement executives will learn from the perspectives and experiences of their peers and gain insights into the best ways to serve their communities using strategies and practices that are respectful, ethical, and effective.

**Protecting Civil Rights: A Leadership Guide for State, Local, and Tribal Law Enforcement, 245 pages**  
<http://www.cops.usdoj.gov/Default.asp?Item=1814>

## Implementing change and reform in law enforcement

One of the most critical issues facing the law enforcement profession is how to implement change and reform in the most cooperative manner and with the least disruption to an agency's operations. Unfortunately, few resources exist that help both labor and management understand how to work productively and establish a cooperative relationship. To address this issue, the COPS Office has developed two volumes on police labor-management relations. Volume I offers police managers and union leaders a variety of perspectives and practical solutions for implementing change and bringing about reforms. Volume II is a guidebook providing a method and tools for management and labor to work together more effectively.

**Police Labor-Management Relations (Vol. I): Perspectives and Practical Solutions for Implementing Change, Making Reforms, and Handling Crises for Managers and Union Leaders, 216 pages**  
<http://www.cops.usdoj.gov/Default.asp?Item=1856>

**Police Labor-Management Relations (Vol. II): A Guide for Implementing Change, Making Reforms, and Handling Crises for Managers and Union Leaders, 86 pages**  
<http://www.cops.usdoj.gov/Default.asp?Item=1860>

## Clandestine methamphetamine labs

State and local police in the United States report that meth trafficking and abuse has become their most pressing illegal drug problem in recent years, surpassing even crack cocaine. Although offenders manufacture a variety of illicit drugs in clandestine labs, meth accounts for 80 to 90 percent of the labs' total production. This guide addresses the particular harms that clandestine

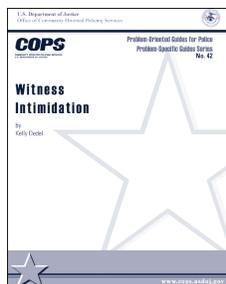
meth labs create by providing a general overview of the problem and responses to it, describing the problem and reviewing factors that increase its risks, and identifying a series of questions that will help agencies analyze their local problems.

**Clandestine Methamphetamine Labs, 2nd edition, Problem-Oriented Guides for Police Series, No. 16, 78 pages**  
<http://www.cops.usdoj.gov/mime/open.pdf?Item=274>

## Witness intimidation

Witness intimidation plays a role in many types of crimes and is related to other problems that police encounter during the course of an investigation. This guide describes the problem of witness intimidation, reviews the factors that increase its risks, and identifies questions that can help analyze local witness intimidation problems. Finally, the guide reviews responses to the problem as identified through research and police practice.

**Witness Intimidation, Problem-Oriented Guides for Police Series, No. 42, 72 pages**  
<http://www.cops.usdoj.gov/mime/open.pdf?Item=1762>



## Benefits and consequences of police crackdowns

Crackdowns, a response that police commonly use to address problems with crime and disorder, involve high police visibility and

### *Ninth Crime Mapping Research Conference: Developing Methods for Research and Practice*

**Save the Date**  
**March 28–31, 2007**  
**Pittsburgh, PA**

**Spatial Approaches to Understanding  
Crime and Demographics**

The Crime Mapping Research Conference is about the study of society and its relationship with the elements that contribute to crime and the implementation of criminal justice.  
Visit [www.ojp.usdoj.gov/nij/maps](http://www.ojp.usdoj.gov/nij/maps) to learn more.



numerous arrests. They may use undercover or plainclothes officers working with uniformed police and may involve other official actions in addition to arrests. This guide defines crackdowns and their basic elements and describes how crackdowns reduce crime and disorder; benefits, criticisms, and negative consequences; and how they can be used to address specific problems.

**The Benefits and Consequences of Police Crackdowns, Problem-Oriented Guides for Police Series, No. 1, 94 pages**  
<http://www.cops.usdoj.gov/mime/open.pdf?Item=964>

## OJJDP working with CDC to compile juvenile corrections data for pandemic planning

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is currently advising staff at the Centers for Disease Control and Prevention (CDC) on statistical data relevant to juvenile corrections and pandemic planning. CDC is seeking information on the number of people employed by public and private facilities across the Nation's juvenile justice

systems. In light of its ongoing relationship with CDC in addressing juvenile correctional health care concerns, OJJDP is also informing CDC and other appropriate agencies regarding the number of juveniles in residential placement. Additionally, in consultation with the Bureau of Justice Assistance, OJJDP plans to disseminate information on pandemics through its various listservs and mailing lists to its juvenile justice constituencies, including judges, lawyers, juvenile corrections administrators, and other service providers.

## Evaluation presents findings on OJJDP's Title V delinquency prevention program

This online report presents the findings from a multiyear, multisite national evaluation of the Title V Community Prevention Grants Program. Through Title V, OJJDP provides communities with funding and a guiding framework for developing and implementing comprehensive juvenile delinquency prevention plans that meet their unique circumstances and risk conditions. This report describes the experiences of 11 communities in 6 States that implemented the Community

Prevention Grants Program and how the program affected these communities, including the benefits they received and the challenges they encountered.

**National Evaluation of the Title V Community Prevention Grants Program, 251 pages**

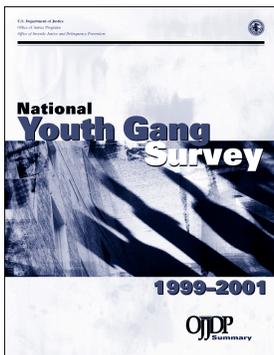
<http://ojjdp.ncjrs.gov/publications/212214.html>

**Survey details trends in youth gangs from 1999 to 2001**

Since 1996, OJJDP's National Youth Gang Center has conducted the National Youth Gang Survey, an annual survey of law enforcement agencies to identify the presence and assess the extent of the youth gang problem in jurisdictions throughout the United States. This summary presents findings from the 1999, 2000, and 2001 surveys and, where available, preliminary findings from the 2002 survey. The survey estimated that approximately 731,500 gang members in 21,600 gangs were active in the United States in 2002 (compared with an estimated 846,000 gang members and 30,800 gangs in 1996).

**National Youth Gang Survey: 1999–2001, 80 pages**

<http://www.ncjrs.gov/pdffiles1/ojjdp/209392.pdf>

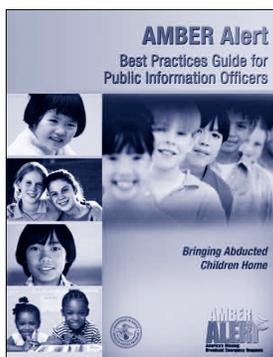


**AMBER Alert guide targets public information officers**

The AMBER Alert program began in 1996 when Dallas-Fort Worth, TX, broadcasters teamed with local police to develop an early warning system to help find abducted children. The purpose of this guide is to underscore the value and role of the law enforcement agency's public information officer (PIO) as an integral member of the public warning network. The guide describes the PIO's responsibilities during an AMBER Alert and provides tips to maximize his or her effectiveness before, during, and after AMBER Alert activation. It offers recommendations to help law enforcement agencies achieve a smooth, rapid public warning activation program.

**AMBER Alert Best Practices Guide for Public Information Officers, 12 pages**

<http://www.ncjrs.gov/pdffiles1/ojjdp/212703.pdf>



**Online manual helps states develop their DMC plan**

A 1988 amendment to the Juvenile Justice and Delinquency Prevention Act of 1974 requires each State to develop and implement plans to reduce the disproportionate representation of minority youth detained or confined in its secure detention facilities, secure correctional facilities, jails, and lockups. OJJDP requires all States participating in the

Formula Grants Program to address disproportionate minority contact (DMC) in their State plans. This online technical assistance manual is designed to walk juvenile justice professionals step by step through the process of developing a State's data-based DMC reduction effort. OJJDP has incorporated the lessons learned over the years into this *Disproportionate Minority Contact Technical Assistance Manual (3rd edition)* to provide the field with up-to-date guidance on continuing DMC reduction efforts across the country.

**Disproportionate Minority Contact Technical Assistance Manual (3rd edition), 296 pages**

[http://www.ncjrs.gov/html/ojjdp/dmc\\_ta\\_manual/index.html](http://www.ncjrs.gov/html/ojjdp/dmc_ta_manual/index.html)

**New Online**

**The role of crime-scene personnel when responding to scenes of mass disaster**

An exclusive interview with John S. Morgan, Ph.D., Assistant Director for Science and Technology at the National Institute of Justice, published in Evidence Technology Magazine 4(1), January–February 2006.

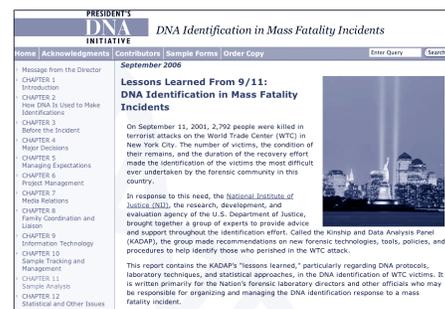
In this interview, Dr. Morgan explains that part of NIJ's work involves improving the response of State and local law enforcement to mass-casualty situations. In June 2005, NIJ completed *Mass Fatality Incidents*, a guide that identifies resources and policies that are critical for law enforcement planning. The publication is a compilation of important considerations that are needed to plan for a response to a mass-fatality incident. Dr. Morgan states that every law enforcement agency needs to develop a mass-disaster response plan and needs to determine the extent of agency resources that can be brought to bear on a mass disaster in their jurisdiction. An agency's plan should reflect

other State, regional, and local plans and it should be carefully rehearsed to determine its sufficiency and to ensure that those involved are fully aware of their respective roles. He believes that one of the most important aspects of a plan is communication—during an incident, there must be proper communication within the local government so that all aspects of the plan are clear and all responsibilities are well delineated. Communication is also important in terms of building relationships with other local agencies.

[http://www.ncjrs.gov/pdffiles1/nij/morgan\\_evidence.pdf](http://www.ncjrs.gov/pdffiles1/nij/morgan_evidence.pdf)

## Lessons learned from September 11

On the fifth anniversary of the September 11 terrorist attacks, NIJ released *Lessons Learned From 9/11: DNA Identification in Mass Fatality Incidents*. Prepared by a panel of the Nation's top forensic scientists who advised on the identification of World Trade Center victims through DNA analysis, the report reviews 9/11 experiences and offers guidance to laboratory directors on how to respond to future mass fatality events. The report can be downloaded at [www.massfatality.dna.gov](http://www.massfatality.dna.gov), or copies can be ordered at [www.ncjrs.gov](http://www.ncjrs.gov).



## Stay Connected

### Physical and Critical Infrastructure Resilience Conference

**November 28, 2006, Arlington, VA**

This conference will present approaches to secure critical infrastructure, such as how the government and private stakeholders can work together, how to build and maintain a risk assessment, effective partnerships, and reducing vulnerabilities. Speakers will provide an overview of the state of our Nation's physical and IT security, including lessons learned, tools, methods used, and methods that need to be developed to provide consistent, integrated, and objective guidance on securing a facility.

Information will be provided on lessons learned; Federal, State, and local programs; best practices for vulnerability assessments; how to maximize effectiveness of first responders; how to develop a risk assessment program; case studies; and new products and strategies. The conference is designed for security professionals; Federal, State, and local government officials; information technology professionals involved with physical and cyber security applications; manufacturers of physical and cyber security equipment; companies with security audit, risk assessment, and security plan services; agency executives seeking to understand and assess risks and alternatives; and first responders.

For more information about this conference, visit [http://www.homelanddefensejournal.com/hdl/conf\\_critical06.htm](http://www.homelanddefensejournal.com/hdl/conf_critical06.htm).

### Recent Events on Pandemics

- Technologies for Critical Incident Preparedness Conference: Prevention, Preparedness, Response, and Recovery, September 6–8, 2006. This conference highlighted the technology and training tools currently available and those that are being developed to help the emergency responder community deal with major threats to lives and property, such as natural disasters and terrorist attacks.
- Pandemic Influenza: Principles and Techniques for Communicating Effectively in High Stress and High Concern Situations Workshop, October 10, 2006. This 1-day training workshop presented practical information to help public- and private-sector agencies and organizations better prepare for a pandemic influenza outbreak.
- Preparing for Pandemic Influenza Conference, October 11–12, 2006. This conference brought together influential medical and public health leaders to review and discuss the National Pandemic Influenza Preparedness Plan and our Nation's preparedness and response efforts and goals.

**U.S. Department of Justice**

Office of Justice Programs

*Washington, DC 20531*

Official Business

Penalty for Private Use \$300



PRESORTED STANDARD  
POSTAGE & FEES PAID  
DOJ/OJP  
PERMIT NO. G-91

## NCJRS: Connecting You to Justice Information

Additional information on the topics and issues featured in *Justice Resource Update* is available from the National Criminal Justice Reference Service (NCJRS). NCJRS is a federally funded resource offering justice and substance abuse information to researchers, policymakers, and others worldwide. Access reference and referral services and one of the largest justice-focused libraries and abstract databases. Learn more about the range of services available and about NCJRS's sponsoring agencies at [www.ncjrs.gov](http://www.ncjrs.gov). Click on "Subscribe/Register" and follow a few easy steps to join thousands of your colleagues who stay informed through *Justice Resource Update*, JUSTINFO (a biweekly electronic newsletter), and periodic e-mail notices on subjects of interest.

### NCJRS Federal Sponsors

Office of Justice Programs (OJP)  
[www.ojp.usdoj.gov](http://www.ojp.usdoj.gov)

Office of the Assistant Attorney General  
[www.ojp.usdoj.gov/aag](http://www.ojp.usdoj.gov/aag)

Bureau of Justice Assistance (BJA)  
[www.ojp.usdoj.gov/BJA](http://www.ojp.usdoj.gov/BJA)

Bureau of Justice Statistics (BJS)  
[www.ojp.usdoj.gov/bjs](http://www.ojp.usdoj.gov/bjs)

Community Capacity Development  
Office (CCDO)  
[www.ojp.usdoj.gov/ccdo](http://www.ojp.usdoj.gov/ccdo)

National Institute of Justice (NIJ)  
[www.ojp.usdoj.gov/nij](http://www.ojp.usdoj.gov/nij)

Office for Victims of Crime (OVC)  
[www.ovc.gov](http://www.ovc.gov)

Office of Juvenile Justice and Delinquency  
Prevention (OJJDP)  
[www.ojp.usdoj.gov/ojjdp](http://www.ojp.usdoj.gov/ojjdp)

Office on Violence Against Women (OVW)  
[www.usdoj.gov/ovw](http://www.usdoj.gov/ovw)

National Institute of Corrections (NIC)  
[www.nicic.org](http://www.nicic.org)

Office of Community Oriented Policing  
Services (COPS)  
[www.cops.usdoj.gov](http://www.cops.usdoj.gov)

Office of National Drug Control  
Policy (ONDCP)  
[www.whitehousedrugpolicy.gov](http://www.whitehousedrugpolicy.gov)

**NCJRS—Administered by the Office of Justice Programs, U.S. Department of Justice**